



CITY OF SAINT PAUL
Christopher B. Coleman, Mayor

25 West Fourth Street
Saint Paul, MN 55102

Telephone: 651-266-6700
Facsimile: 651-228-3220

Date: January 26, 2010
To: Comprehensive Planning Committee
From: Penelope Simison (penelope.simison@ci.stpaul.mn.us or 651/266/6554)
Subject: Metropolitan Council review of the *Saint Paul Comprehensive Plan*

Background

As committee members will recall, the six plans that comprise the 2030 update of the *Saint Paul Comprehensive Plan*, as well as the Introduction and Implementation sections, were recommended by the Planning Commission in Fall 2008 and approved by the City Council in late 2008 and early 2009, contingent upon review by the Metropolitan Council.

Soon thereafter, staff transmitted the document to the Metropolitan Council, which began to review it for consistency with its *Regional Development Framework* and systems statements for parks, transportation, and water.

During the following months, staff worked with the Metropolitan Council staff to answer their questions about the City's plan and to respond to their request for additional information. The Metropolitan Council completed its review in Fall 2009, with the Environment Committee, the Community Development Committee and the full Council concluding the plan is consistent with the Council's *Framework* and systems statements.

Overview of the Metropolitan Council review

This report describes the issues covered during the Metropolitan Council review and how those issues were resolved. All of the issues raised were technical in nature; none involved changes in the City's approach to future growth during the next ten years.

Process

Earlier actions by the Commission and Council were contingent upon the Metropolitan Council review. Now, with that review successfully completed, the City is able to adopt the comprehensive plan formally and begin implementing it.

Note about copies of the final document: The document will be mailed to all commissioners, including committee members, with the February 5 Commission meeting package.

The staff recommendation to the Committee on February 2, and to the Commission on February 5, stated at the end of this report, will be to recommend that the City Council adopt the 2030 Comprehensive Plan.

Review issues by comprehensive plan chapter

Land Use and Housing

The 2030 future land use map and, to a lesser extent, the existing land use map were the focus of review comments. Following are specific comments and staff responses:

2030 Generalized Land Use map (attached). The map depicts the growth strategy in "Strategy 1: Target Growth in Unique Communities." The map originally depicted growth in a broad conceptual manner. The map was designed with the rationale that, in an older, core city, it is virtually impossible either to predict or require redevelopment be located on particular sites. Reviewers, however, felt there should be more specificity to the future land use map; the map was revised accordingly to include, for example, the entire street grid and more street names than previously. In addition, definitions of land use categories, rather than simply labels, were added to the legend. These definitions reflect land use categories in the growth strategy and policies describing how that growth can be achieved. The definitions on the map include density gradients, which were used to prepare calculations required by the Metropolitan Council to demonstrate the City could achieve its forecasted growth. Sections of the first strategy in the Land Use plan were rearranged to conform with a format typically seen in comprehensive plans submitted to the Metropolitan Council. In its response, staff explained the plan includes broad land use categories – Established Neighborhoods and Neighborhood Centers, for example – so as to encourage mixed-use development that achieves forecasted growth. The density gradients were also included in the policies. Early in the process, reviewers asked for a map showing where growth would occur in five-year increments. Staff response was that the 2030 future land use map depicts where the City desires redevelopment but can only estimate when there will be redevelopment on any specific site, given current market conditions and the sometimes lengthy redevelopment process.

While reviewers' comments were directed specifically to maps and text in the Land Use plan, the land use categories and density gradients will affect how the City will implement policies in the Housing plan. There were no comments on specific policies or maps in the Housing plan.

Both the 2030 future land use map and the Existing Land Use map will be in the Land Use plan and, in the appendix, the 2030 map will be shown in five subsectors so that details can be more readily seen.

Revisions to the existing land use map included utilizing the land use categories in the Metropolitan Council's *Local Planning Handbook* and listing the numbers of acres in each category.

Transportation

Aviation.

- Reviewers requested additional information and clarification to the policy that deals with the City's role in issues relating to Holman Field and Minneapolis-St. Paul International Airport. The objective of the policy, as revised, is "to maintain a regional aviation system that balances commercial demand and capacity while being compatible with the community." This includes identifying all agencies involved in airport operations; describing the status of safety zoning ordinances for both airports, particularly as the Holman Field ordinance relates to the design of the new Lafayette Bridge and the instrument approach to Runway 14; describing the City's participation in various activities related to noise impacts on Saint Paul neighborhoods and stating that land for development within the noise contours of both airports lies outside defined airport exposure zones; and, outlining procedures for notification of agencies regarding towers and very tall buildings in specific zones of both airports.

- Reviewers asked that the color used to depict Holman Field be different from that used for other transportation modes (major highways and arterial streets, for example). In addition, the airport designation on the map should include properties acquired for Runway 14 instrumentation.

Functional classification of streets in the city.

Concurrently with the review of the Transportation chapter, staff from both the Metropolitan Council and Public Works were discussing changes to the Roadway Functional Classification map the City was proposing. This discussion is ongoing.

Transit tax and service options.

Language stating that Saint Paul is within the Metropolitan Transit Taxing District and outlines service options, such as regular bus routes and special needs transit for such groups as seniors and the disabled, was added.

Traffic Analysis Zones (TAZ).

TAZ charts allocate the 2030 growth forecasts by these zones. Adjustments were made to the charts so that the City's 2030 figures exactly match those of the Metropolitan Council, while 2010 and 2020 figures were within 2-4 percent of the Metropolitan Council's forecasts.

Parks and Recreation

Maps of regional parks and trails.

Reviewer comments focused on how regional parks and trails were depicted on maps; specifically:

- In the Land Use plan, boundaries of regional parks and trails with clearer parcel level detail on both the existing and 2030 future land use maps. The 2030 future land use maps is also to show inholdings, or parcels identified in the Metropolitan Council's approved master plan for a regional park or trail but that are yet to be acquired.
- In the Parks plan, three maps, one each showing existing regional parks and trails, proposed regional parks and trails, and both existing and proposed regional parks and trails. All maps are to show park boundaries and trail alignments. The maps are to be accompanied by a list describing regional parks and trails, including acreages, inholdings, and trail miles that are either existing or yet to be developed.

Management of specific parks:

- A description of the Pig's Eye Island Heron Rookery Scientific and Natural Area and the associated role of the Minnesota Department of Natural Resources.
- An explanation of the City's role in managing Lilydale Regional Park and Ramsey County's role in managing Battle Creek Regional Park.

Land use designation of parks.

Reviewers asked that two new regional parks – Trout Brook Regional Trail/Trillium Nature Sanctuary and the Bruce Vento Regional Trail/East Side Heritage Park – be shown as "Parks and Open Space" on the 2030 future land use map in the Land Use plan, rather than "Established Neighborhood" for Trout Brook/Trillium or "Industrial" for Bruce Vento/East Side Heritage. Both areas were added to the Parks map depicting existing regional parks and trails.

Regional trails.

Two proposed regional trails were on the map – along Johnson Parkway and Ayd Mill Road. Reviewers said the City needs to seek regional status for both so they can be included in the Metropolitan Council's update of its parks system statement. In addition, the parks system statement recognizes Summit Avenue as a regional trail, including a connection to the Samuel Morgan Regional Trail, and reviewers noted the connection should be explored during

development of a master plan for the trail. Lastly, it was clarified that Raymond and Como avenues is an existing regional trail.

Historic Preservation

There were no changes to the Historic Preservation chapter, a new addition to the Comprehensive Plan. (Previously, historic preservation was part of the Land Use chapter.)

Water

Sewered and unsewered forecasts.

The table of Metropolitan Council forecasts was revised to show both sewered and unsewered households, employment, and population. There are approximately 120 homes, the majority of them in Highwood, that have septic systems. The City has a goal of eliminating all septic systems by 2025, while the Metropolitan Council forecasts assume they would be removed sooner than that. Reviewers concurred with this schedule. **This report includes an errata sheet with the forecasts table describing sewered and unsewered households, employment, and population; the errata sheet will be formally incorporated into the document when the Commission recommends adoption of the Saint Paul Comprehensive Plan and will be added to the printed document prior to consideration by the City Council.**

Trunk sewer system.

Reviewers requested a larger scale map showing sanitary sewers for the existing and proposed trunk sewer system, as well as a table showing projected population, households, employment, and sewer flows consistent with Metropolitan Council forecasts for 2010, 2020, and 2030.

Inflow/infiltration.

Public Works and Metropolitan Council staff had extensive discussions over the format and content of the City's inflow/infiltration program, including studies to be undertaken on the extent of inflow and infiltration and an implementation program to reduce its amount.

Neighborhood Planning

The Metropolitan Council in 2007 had requested that adopted small area plan summaries, district plans, and other planning studies be formally incorporated into the 2030 plan update. At the time the comprehensive plan was submitted to the Metropolitan Council, there were 57 neighborhood plans. Staff transmitted copies of all such plans to the Metropolitan Council. In addition, staff prepared a matrix summarizing all such plans and a map showing their location in the city; this map will be in the Implementation section. Reviewers commented that neighborhood plans did not have area-specific land use maps. In its response to reviewers, staff indicated the 2030 future land use map reflects the land use policy direction in adopted neighborhood plans. The Implementation section states explicitly that if there is a discrepancy between a previously adopted neighborhood plan and the comprehensive plan, the comprehensive plan, by statute, takes precedence.

Staff recommendations

- That the Planning Commission include the attached errata sheet describing forecasted growth by sewered and unsewered households, employment, and population; and
- That the Planning Commission recommend the City Council adopt the Saint Paul Comprehensive Plan as revised to reflect Metropolitan Council review.



CITY OF SAINT PAUL

Christopher B. Coleman, Mayor

25 West Fourth Street
Saint Paul, MN 55102Telephone: 651-266-6700
Facsimile: 651-228-3220

Date: January 26, 2010

To: Comprehensive Planning Committee

From: Penelope Simison (penelope.simison@ci.stpaul.mn.us or 651/266/6554)

Subject: **Errata sheet – sewered and unsewered forecasts**

The Metropolitan Council requires that the *Saint Paul Comprehensive Plan* include a table describing the City's growth forecasts for households, employment, and population broken down to show both sewered and unsewered numbers.

There are approximately 120 homes, the majority of them in Highwood, that have septic systems. The City has a goal of eliminating all septic systems by 2025. This is described in the following table:

City-preferred forecasts for the City of St. Paul				
		2010	2020	2030
Population	Sewered	304,700	319,700	331,000
	Unsewered	300	300	0
	Total	305,000	320,000	331,000
Households	Sewered	119,880	126,880	133,000
	Unsewered	120	120	0
	Total	120,000	127,000	133,000
Employment	Sewered	196,580	209,980	220,600
	Unsewered	20	20	0
	Total	196,600	210,000	220,600

This table was inadvertently omitted from the printed document but must be included in the Commission's recommendation to adopt the *Saint Paul Comprehensive Plan*. It will be included in the printed document that is transmitted to the Mayor and City Council for formal adoption.

DRAFT

city of saint paul
planning commission resolution
file number _____
date _____

RESOLUTION

RECOMMENDATION TO ADOPT

THE SAINT PAUL COMPREHENSIVE PLAN

WHEREAS, Minnesota Statutes 462.353, subd. 1, grants a municipality the authority to prepare a comprehensive plan, which is defined in Minnesota Statutes 462.352, subd. 5 as "a compilation of policy statements, goals, standards, and maps for guiding the physical, social and economic development, both private and public, of the municipality and its environs. . . ."

WHEREAS, Minnesota Statutes 473.856 requires that municipalities prepare comprehensive plans consistent with the development guide and the metropolitan system statements adopted by the Metropolitan Council; and

WHEREAS, Minnesota Statutes 473.859 details the content of the comprehensive plan;
and

WHEREAS, Minnesota Statutes 473.864, subd. 2, requires that municipalities review and update as appropriate their comprehensive plans every 10 years and submit them to the Metropolitan Council for review; and

WHEREAS, Section 107.02 of the City of Saint Paul administrative code authorizes the Planning Commission to organize and facilitate the preparation of the *Comprehensive Plan* and any subsequent updates and to transmit its recommend to the Mayor and to the City Council;
and

moved by _____
seconded by _____
in favor _____
against _____

WHEREAS, Section 107.04 of the City of Saint Paul administrative code authorizes the Planning Commission to appoint task forces as advisory bodies to study technical issues identified by the commission and to report their findings to the commission for its consideration; and

WHEREAS, the Planning Commission in Fall 2005 initiated the preparation of the six plans that would comprise the comprehensive plan update and began coordination of tasks necessary to prepare the update, including the appointment of six community-based task forces, each chaired by a member of the Planning Commission; and

WHEREAS, the Planning Commission subsequently held public hearings on each of the six plans, as well as the Introduction and Implementation sections, notice of which was duly given in the Saint Paul Legal Ledger, with the Planning Commission recommending changes after considering public comment; and

WHEREAS, the Planning Commission subsequently recommended the City Council adopt the *Saint Paul Comprehensive Plan*, contingent upon review by the Metropolitan Council; and

WHEREAS, the City Council approved the six plans comprising the *Saint Paul Comprehensive Plan*, as well as the Introduction and Implementation sections, contingent on review by the Metropolitan Council, as follows:

- Introduction – February 4, 2009;
- Land Use – February 18, 2009;
- Transportation – March 25, 2009;
- Parks and Recreation – December 17, 2008;
- Housing – February 18, 2009;
- Historic Preservation – February 18, 2009;
- Water Resources Management – February 4, 2009;
- Implementation – February 4, 2009; and

WHEREAS, the *Saint Paul Comprehensive Plan* was submitted to the Metropolitan Council for review and comment on the plan's consistency with the *Regional Development Framework* and systems statements for parks, transportation, and water; and

WHEREAS, the Metropolitan Council recommended changes to the *Saint Paul Comprehensive Plan* to bring it into conformance with regional planning documents; and

WHEREAS, recommended changes were incorporated into the *Saint Paul Comprehensive Plan*, which was duly noted by Metropolitan Council staff; and

WHEREAS, the Metropolitan Council on December 9, 2009, authorized the City to formally adopt the *Saint Paul Comprehensive Plan* and to put its strategies and policies into effect.

NOW, THEREFORE, BE IT RESOLVED that the Planning Commission hereby recommends adoption by the City Council of the *Saint Paul Comprehensive Plan*; and

BE IT FURTHER RESOLVED that the Planning Commission further recommends that this *Saint Paul Comprehensive Plan* replaces the existing comprehensive plan, adopted on January 9, 2002.

December 14, 2009

Ms. Donna Drummond, Director of Planning
Department of Planning and Economic Development
City of St. Paul
25 West Fourth Street, Suite 1400
St. Paul, MN 55102

**RE: City of St. Paul Comprehensive Plan Update - Notice of Metropolitan Council
Action**
Metropolitan Council Review File No. 20535-1
Metropolitan Council Districts 13 & 14

Dear Ms. Drummond:

The Metropolitan Council reviewed the City of St. Paul's 2030 Comprehensive Plan Update (Update) at its meeting on December 9, 2009. The Council based its review on the staff's report and analysis (see attached).

The Council found that the City's Update meets all Metropolitan Land Planning Act requirements, conforms to the regional system plans including transportation, aviation, water resources management and parks, is consistent with the *2030 Regional Development Framework*, and is compatible with the plans of adjacent jurisdictions.

In addition to the Advisory Comments and Review Record, the Council adopted the following recommendations.

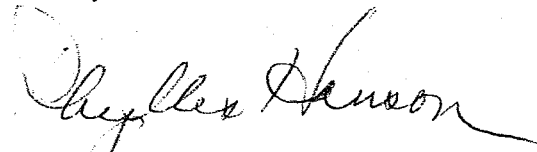
1. Authorize the City of St. Paul (City) to put its 2030 Comprehensive Plan Update into effect;
2. Adopt the revised forecasts for population, households, and employment for the City, as shown in Table 3 of the Review Record;
3. Forward the Council's Critical Area plan review, findings and recommendations to the Minnesota Department of Natural Resources and the National Park Service for their records;
4. Advise the City to:
 - a. Participate in Council activities to monitor redevelopment in developed communities.
 - b. Implement the advisory comments noted in the Review Record for Transportation, Forecasts and Water Supply.
5. Approve the City of St. Paul's Tier II Comprehensive Sewer Plan.

Ms. Donna Drummond
December 14, 2009
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Please consult the attached staff report for important information about the City's next steps. Of particular importance are the Council's actions, listed on page 1, general Advisory Comments listed on page 4, and the specific comments for technical review areas, which are found in the body of the report. The final copy of the Update needs to include all supplemental information/changes made during the review.

Congratulations on completing this important project. It was a pleasure to work with the City's staff, particularly with Penny Simison, throughout the review process.

Sincerely,

A handwritten signature in cursive script, appearing to read "Phyllis Hanson".

Phyllis Hanson, Manager
Local Planning Assistance

cc: Cecile Bedor, Director, Department of Planning and Economic Development
Penelope Simison, Principal Planner
Tod Sherman, Development Reviews Coordinator, MnDOT Metro Division
Rebecca Wooden, Minnesota Department of Natural Resources
Steven Johnson, National Park Service
Rick Aguilar, Metropolitan Council District 13
Kirstin Sersland Beach, Metropolitan Council District 14
Denise Engen, Sector Representative/Principal Reviewer
Cheryl Olsen, Reviews Coordinator

LAND USE DESCRIPTIONS

Established Neighborhoods (3-20 units/acre)
Predominately residential areas with a range of housing types. Single family houses and duplexes predominate, although there may be smaller scale multifamily housing scattered within these neighborhoods. Also includes scattered neighborhood-serving commercial, service, and institutional uses at the junction of arterial and collector streets.

Residential Corridors (4-30 units/acre)
Segmented by commercial and institutional uses through Established Neighborhoods. Primarily characterized by medium density residential uses. Some portions of residential corridors could support additional housing.

Mixed Use Corridors (30-150 units/acre)
Primary thoroughfares through the city that are served by public transit (or could be in the future). Includes areas where two or more of the following uses are or could be located: residential, commercial, retail, office, small scale industry, institutional, and open space. Uses may be within a building or in buildings that are in close proximity.

Neighborhood Centers (30-150 units/acre)
Compact mixed use areas that historically developed adjacent to major intersections. They are served by transit and include two, or more, of the following uses: residential, commercial retail and office, small scale industry, institutional, and open space. Uses may be within a building or in buildings within close proximity.

Downtown (35-200 units/acre)

The core of the city comprising Planning District 17 and lying solely along the Mississippi River. It includes a broad mix of uses, including government facilities, and both residential and commercial office uses at the highest densities in the city.

Industrial

Primarily manufacturing and/or the processing of products; could include light or heavy industrial land uses, large warehouse facilities, and/or utilities.

Transportation

Major highways and railroad corridors.

Airport & Airport property

Includes the Saint Paul Airport at Holman Field.

Major Parks & Open Space

Includes major parks and recreation areas, parkways, and regional parks.

Major Institutional

Includes all colleges and universities and significant public and nonprofit uses.

Water

Permanently flooded open water, rivers, and streams, including wetlands.

Opportunity sites

Areas identified in Policy 1.53 of the Land Use Plan and in small area plans for mixed use development or employment centers.

NOTES FOR THE GENERALIZED LAND USE MAP

1. This map provides a general framework for accommodating the growth of future land uses. It is not intended to be a detailed site plan. The map provides a general framework for accommodating the growth of future land uses. It is not intended to be a detailed site plan. The map provides a general framework for accommodating the growth of future land uses. It is not intended to be a detailed site plan.
2. This map does not reflect current zoning, but it provides general guidance for the rezoning of property.
3. The "Saint Paul Land Use Table in 5-Year Stages" provides the range of residential densities allowed in each land use category, as well as guides acres in each land use category. Commercial and office uses are included within Mixed Use Corridors, and Downtown.
4. The table entitled "Saint Paul Residential Use by 2030 Land Use Category" includes data demonstrating how the city will meet its household forecast.
5. All categories of Land Use may contain parks/open space, recreational facilities, trails, institutional uses of less than 15 acres, and small scale commercial uses.
6. Current and proposed regional parks are described in more detail in Appendix B of the Saint Paul Land Use Plan. Parcel-level additions to the regional park system are shown on Figure 2.3.
7. Parcel-specific boundaries of Holman Field (the St. Paul Downtown Airport) are shown on this map.

10/6/09

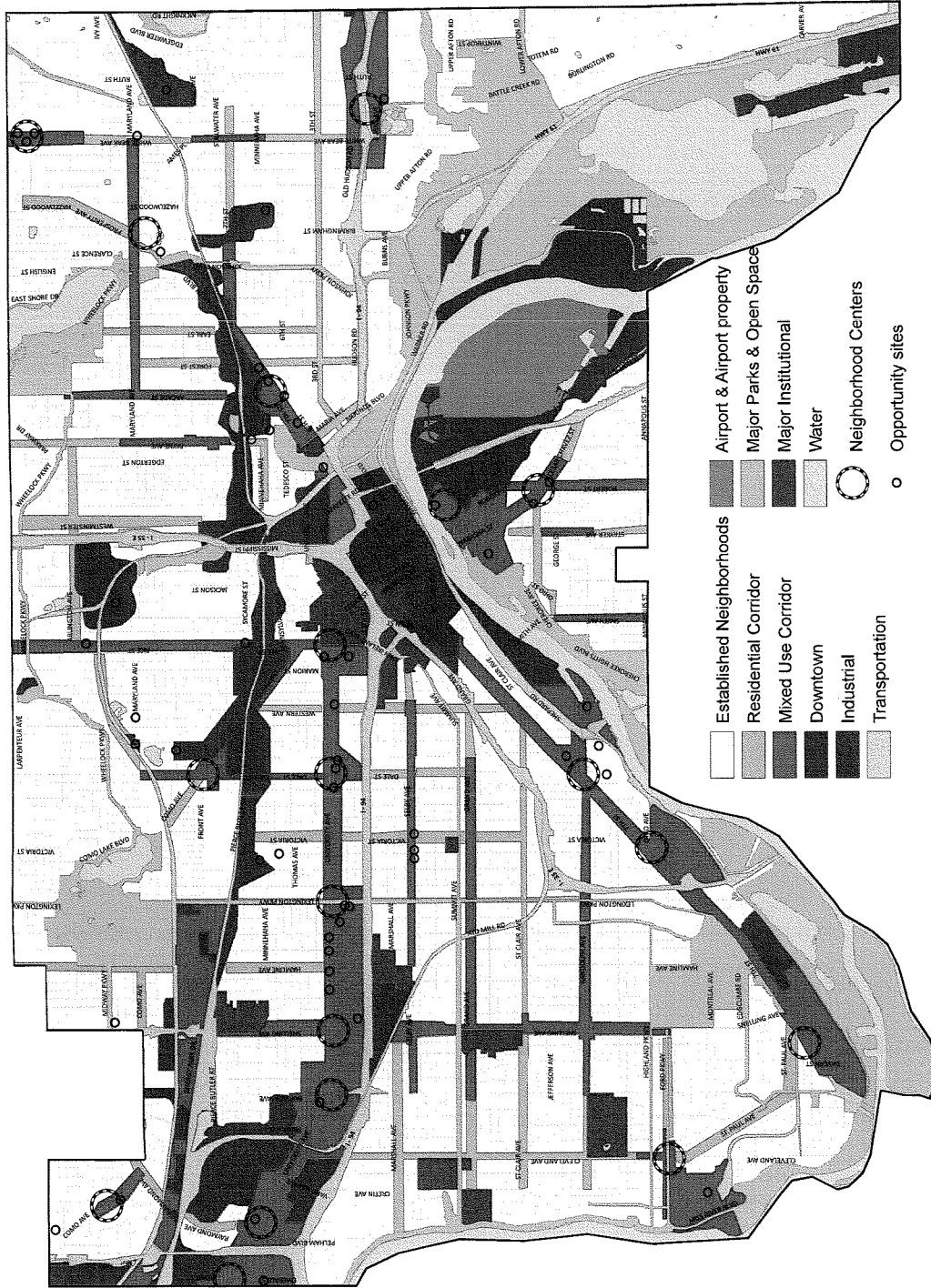


Fig. 1.2. Generalized 2030 Land Uses*

*SEE FIGURES 1.2A - 1.2E FOR SUBSECTORS OF THE CITY.